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SUBJECT:OBJECTIVES FOR U.S.-CANADIAN RELATIONS 1977-78
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1. AFTER INTER-AGENCY DISCUSSION AND REVIEW, THE FOLLOWING
POLICY OBJECTIVES PAPER FOR CANADA HAS BEEN APPROVED FOR
U.S.-CANADIAN RELATIONS:

2. BEGIN TEXT.

"INTRODUCTION. EMBASSY OTTAWA'S ANNUAL ASSESSMENT MESSAGE
(OTTAWA 2172) PROVIDED A REVIEW OF RECENT DEVELOPMENTS IN
CANADA AND THE CURRENT STATE OF THE BILATERAL RELATIONSHIP
AND CONTAINED SUGGESTIONS FOR FUTURE POLICY, STRATEGY AND

TACTICS FOR REACHING OUR OBJECTIVES. USING THIS ASSESSMENT AS THE FOCUS FOR DISCUSSION AND BEARING IN MIND THE OBJECTIVES PAPER OF LAST YEAR, A WELL-ATTENDED INTER-AGENCY REVIEW MEETING TOOK PLACE ON APRIL 15 IN THE DEPARTMENT WITH THE AIM OF DEVELOPING A REVISED OBJECTIVES PAPER FOR 1977. THE SESSION WAS CHAIRED BY DEPUTY ASSISTANT SECRETARY VINE AND ATTENDED BY AMBASSADOR ENDERS ALONG WITH REPRESENTATIVES FROM MANY OFFICES IN THE DEPARTMENT AND ELEVEN OTHER FEDERAL AGENCIES -- DEFENSE, TREASURY, COMMERCE, AGRICULTURE, INTERIOR, FEA, CEA, EPA, USIA, DOT AND CIA. AS A RESULT OF THIS DISCUSSION, THE FOLLOWING CONSENSUS

EMERGED:

OVERALL OBJECTIVES: U.S. STRATEGIC, POLITICAL AND ECONOMIC INTERESTS IN CANADA ARE MOST BENEFITED BY THE PRESERVATION OF CANADA AS A COHESIVE ENTITY CAPABLE OF ACTING CONFIDENTLY. U.S. OBJECTIVES WILL HAVE TO BE ADJUSTED IF CHANGES TAKE PLACE IN CANADA OVER THE LONGER TERM, BUT ADJUSTMENTS IN OUR APPROACH SHOULD LAG RATHER THAN LEAD CHANGES IN CANADA.

THE FOLLOWING OBJECTIVES ARE SEEN AS PRE-EMINENT:

-- TO MANAGE U.S.-CANADIAN BILATERAL RELATIONS IN SUCH A
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WAY AS TO PROTECT AND ADVANCE U.S. INTERESTS WHILE AT THE SAME TIME, WHEREVER POSSIBLE, BEING SENSITIVE TO CANADIAN EFFORTS TO MAINTAIN A VIGOROUS AND UNIFIED CANADA.

-- TO MAINTAIN CLOSE COOPERATION BETWEEN THE U.S. AND CANADA IN THE INTERNATIONAL FIELD, RECOGNIZING THAT OUR GOALS IN ALMOST ALL CASES ARE COMPATIBLE, PARALLEL AND MUTUALLY RE-INFORCING.

STRATEGY AND TACTICS. THE U.S. BENEFITS FROM GREATER STRATEGIC AND ECONOMIC INTERESTS IN CANADA THAN IN ANY OTHER COUNTRY. AS THE QUEBEC CRISIS GOES ON AND ECONOMIC DIFFICULTIES PERSIST OTTAWA, AFTER A PERIOD MARKED BY EFFORTS TO DIMINISH U.S. INFLUENCE AND PRESENCE, MAY BECOME MORE ACCOMMODATING TO U.S. INTERESTS. THIS WOULD OFFER NEW OPPORTUNITIES FOR THE U.S., BUT ALSO WOULD CONTAIN THE RISK OF BREEDING NEW RESENTMENTS AND ENCOURAGING REVERSION TO THE PRE-1972 "SPECIAL RELATIONSHIP" WHICH WAS BASED ON THE PERCEIVED DISPARITY IN NATIONAL STRENGTHS AND THE ASSUMPTION OF SPECIAL CONCESSIONS FOR CANADA. WITH THESE POSSIBLE DEVELOPMENTS IN MIND, THE FOLLOWING ARE SPECIFIC U.S. STRATEGY AND TACTICS:

1. ACCOMMODATE FEASIBLE CANADIAN REQUESTS FOR U.S. ACTION WHERE SUCH ACTION IS HELPFUL TO MAINTAINING A UNIFIED

CANADA, AND AVOID DESTABILIZING ACTIONS.

2. BUILDING ON THE PRESIDENT'S STRONG INTEREST IN STRENGTHENING RELATIONS WITH OUR NEIGHBORS, CANADA AND MEXICO, TAKE ADVANTAGE OF A MORE ACCOMMODATING CANADIAN ATTITUDE, PARTICULARLY IN REGARD TO POSSIBLE JOINT COOPERATIVE EFFORTS IN THE ENERGY, ENVIRONMENTAL, AND ECONOMIC AREAS.

3. CONTINUE TO STRESS CANADA'S SIGNIFICANT INTERNATIONAL IMPORTANCE AND THE ESSENTIAL EQUALITY OF OUR RELATIONSHIP,
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AND AVOID CREATING THE APPEARANCE OF A U.S. PROTECTORATE OVER CANADA AS A RESULT OF A NEW "SPECIAL RELATIONSHIP." WE SHOULD CAREFULLY CALCULATE OUR OWN INTERESTS ON A CASE-BY-CASE BASIS AND SUSTAIN THE INTEGRITY OF AN ARM'S LENGTH BARGAINING PROCESS.

4. RESIST ATTEMPTS BY OTTAWA AND QUEBEC TO PUBLICLY INVOLVE THE U.S. IN THEIR INTERNAL STRUGGLE.

5. CONDUCT OUR RELATIONS WITH PROVINCIAL GOVERNMENTS AND PUBLICS, ESPECIALLY IN QUEBEC, IN THE SAME MANNER AS HERETOFORE. THE CONSULS GENERAL SHOULD CONTINUE ACTIVELY TO CULTIVATE PROVINCIAL LEADERS AND ON OCCASION MAKE INFORMAL DEMARCHES PARALLEL TO APPROACHES BY THE EMBASSY IN OTTAWA. IN QUEBEC, WE SHOULD BE CAREFUL TO AVOID AN APPEARANCE OF PREJUDICE FOR OR AGAINST THE NEW GOVERNMENT, CALIBRATING OUR TOP LEVEL CONTACTS TO THE STANDARDS OF THE LOCAL CONSULAR CORPS, WHILE MULTIPLYING THOSE THAT DO NOT LEND THEMSELVES TO PUBLICITY OR POLITICAL EXPLOITATION BY THE PQ.

6. CONTINUE TO PUT OUR VIEWS FORWARD PUBLICLY THROUGHOUT CANADA, BUT WITH THE EMPHASIS THIS YEAR ON INFORMATION ABOUT U.S. POLICIES AND MUTUAL SUPPORT.

7. EXCEPT WHEN SPECIFIC U.S. INTERESTS MAY NOT BE SERVED, SUPPORT CANADIAN INITIATIVES AND ENCOURAGE CANADIAN INVOLVEMENT IN INTERNATIONAL ECONOMIC AND ENERGY ISSUES, MULTILATERAL TRADE NEGOTIATIONS, THE NORTH-SOUTH DIALOGUE, NUCLEAR NON-PROLIFERATION AND ARMS CONTROL ACTIONS, CSCE PREPARATIONS AND NATO ACTIVITIES.

8. USE HIGH-LEVEL COMMUNICATION INCLUDING PRESIDENT TO PRIME MINISTER AND BETWEEN CABINET COUNTERPARTS WHEREVER USEFUL FOR RESOLVING ISSUES OR STRENGTHENING RELATIONS.

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9. CONTINUE TO MANAGE OUR BILATERAL RELATIONSHIP ON THE BASIS OF FREQUENT AND TIMELY CONSULTATIONS BETWEEN THE TWO GOVERNMENTS ON THE WHOLE RANGE OF BILATERAL ISSUES, MINIMIZING UNILATERAL ACTIONS THAT IMPACT ON THE OTHER.

SPECIFIC SHORT-TERM OBJECTIVES.

ENERGY:

-- CONTINUE TO PUT BEFORE THE CANADIAN GOVERNMENT THE NEED FOR A CANADIAN DECISION ON AN OVERLAND ROUTE TO BRING ALASKAN GAS TO MARKET, WHICH MUST BE COMMUNICATED TO THE

TO THE U.S., PRIVATELY IF NECESSARY, BEFORE THE PRESIDENT MUST MAKE HIS ROUTE DECISION ON SEPTEMBER 1.

-- ENCOURAGE OTTAWA TO HOLD TO ITS SCHEDULE FOR COMPLETING ENVIRONMENT AND REGULATORY STUDIES ON KITIMAT OIL PIPELINE BY YEAR END SO THAT THIS OPTION CAN BE CONSIDERED WHEN DECISIONS ARE MADE CONCERNING TRANSPORT OF ALASKAN OIL TO MAINLAND U.S.

-- CULTIVATE A WARM AND COOPERATIVE ATMOSPHERE ON OIL SUPPLIES TO NORTHERN TIER, GAS SUPPLIES, PETROCHEMICALS, AND STRATEGIC STORAGE.

-- MAKE OFFICIAL REPRESENTATIONS TO GOC ABOUT 1977 GAS PRICE INCREASES AFTER NEB RECOMMENDATION IS SUBMITTED.

-- INVESTIGATE THE POSSIBILITY OF U.S. INVESTMENT IN THE DEVELOPMENT OF THE ATHABASCA TAR SANDS.

-- EXPLORE THE POTENTIAL FOR LARGE SCALE SWAPS OF ELECTRICITY.

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-- INDICATE TO CANADIANS THAT WE ARE PREPARED TO GIVE CANADA NATIONAL TREATMENT IN CASE OF ANY COAL SUPPLY INTERRUPTION, PROVIDED THEY RECIPROCATATE ON GAS.

MARITIME ISSUES:

-- TAKE AN AGGRESSIVE LEAD IN EFFORTS TO SETTLE MARITIME BOUNDARY DISPUTES, FISHERIES, AND RESOURCE MANAGEMENT ISSUES -- ESPECIALLY IN THE GULF OF MAINE, OR PROCEED TO THIRD-PARTY CONCILIATION OR BINDING ARBITRATION.

ENVIRONMENT:

-- TAKE A FIRM STAND IN PROTECTING U.S. INTERESTS FROM CANADIAN PROJECTS WHICH HAVE TRANS-BOUNDARY IMPACTS SUCH AS THE POPLAR RIVER, BEAUFORT SEA OIL DRILLING, OKANAGAN-SIMILKAMEEN STUDY, THE ATIKOKAN AND NANTICOKE GENERATING STATIONS.

-- SEEK TO TAKE ADVANTAGE OF OPPORTUNITIES FOR NEW COOPERATIVE ACTIONS OFFERED BY THE FIFTH-YEAR REVIEW OF THE GREAT LAKES WATER QUALITY AGREEMENT, PARTICULARLY ON PHOSPHORUS POLLUTION, TOXINS AND INDUSTRIAL POLLUTION FROM BOTH COUNTRIES, WHILE MAKING SURE THAT U.S. AND CANADIAN BUSINESS RECEIVE EQUAL TREATMENT. SEEK TO CORRECT THE CANADIAN MISIMPRESSION THAT THE U.S. HAS BEEN TARDY OR LAX IN SUPPORTING GREAT LAKES ANTI-POLLUTION MEASURES.

-- PURSUE VIGOROUSLY OPPORTUNITIES FOR INNOVATION AND COLLABORATION IN MARINE POLLUTION CONTROL, OIL SPILL CONTINGENCY PLANNING, AND RECIPROCAL ACCESS TO ADEQUATE LIABILITY-COMPENSATION ARRANGEMENTS.

-- KEEP BEFORE THE CANADIAN PUBLIC THE IMPLICATIONS OF THE DEVELOPMENT OF THE COAL RESOURCES IN THE FLATHEAD RIVER DRAINAGE FOR THE UNITED STATES, PENDING A FINAL
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DECISION REGARDING THEIR EXPLOITATION.

-- MAKE SURE THAT THE DOMESTIC DECISIONS AFFECTING THE GARRISON DIVERSION UNIT TAKE ADEQUATE ACCOUNT OF CANADIAN CONCERNS AND OF OUR TREATY OBLIGATIONS.

-- ENSURE THAT ACTION RESPECTING THE CHICAGO DIVERSION DOES NOT IMPAIR BILATERAL GREAT LAKES LEVELS COOPERATION.

-- CONTINUE TO WORK CLOSELY WITH CANADA IN ADVANCING U.S. OBJECTIVES IN INTERNATIONAL ENVIRONMENTAL FORA SUCH AS UNEP, OECD, ECE, AND NATO/CCMS, AND IN IMPLEMENTING INTERNATIONAL ENVIRONMENTAL CONVENTIONS.

-- CONTINUE VIGOROUS SUPPORT OF A BROADER INTERNATIONAL JOINT COMMISSION MECHANISM.

TRADE AND INVESTMENT:

-- MAKE VIGOROUS REPRESENTATIONS ON U.S. TRADE INTERESTS, INCLUDING FIRM REQUESTS FOR COMPENSATION WHEN U.S. GATT RIGHTS ARE VIOLATED.

-- KEEP DIALOGUE OPEN ON AUTO AGREEMENT BUT MAKE CLEAR THAT THE U.S. DOES NOT BELIEVE THAT ARTIFICIAL INTERVENTION IN THE MARKET BY EITHER GOVERNMENT IS JUSTIFIED AND HAS NO INTENTION OF EITHER EXERTING OR ACQUIESCING IN

THE EXERTION OF INFLUENCE ON INDUSTRY'S INVESTMENT AND SOURCING DECISIONS.

-- FOLLOW CLOSELY USE OF EXISTING CANADIAN MACHINERY FOR INVESTMENT CONTROL TO MAKE SURE THAT CANADIAN OR THIRD-COUNTRY FIRMS ARE NOT FAVORED OVER U.S. FIRMS ESTABLISHED IN CANADA IN WAYS CONTRARY TO THE OECD INVESTMENT GUIDELINES.

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-- WORK WITH CANADA TO IMPROVE THE INTERFACE AND COMPATIBILITY OF THOSE ASPECTS OF OUR ANTI-TRUST LAWS AND PROCEDURES WITH FOREIGN IMPACT; SEEK TO ENSURE THAT EACH GOVERNMENT IS SENSITIVE TO THE CONCERNS OF THE OTHER IN OTHER AREAS OF EXTRATERRITORIAL IMPACT SUCH AS ARAB BOY-

COTT LEGISLATION, CUBA TRADE CONTROLS.

-- TAKE INTO ACCOUNT CANADIAN CONCERNS IN ANY REVISIONS TO LEGISLATION ON CONVENTION TAX, AND BE PREPARED TO DISCUSS THIS ISSUE IN THE CONTEXT OF NEGOTIATIONS FOR A NEW U.S.-CANADA BILATERAL TAX ENTRY.

-- MONITOR MORE CLOSELY PROVINCIAL INVESTMENT ATTITUDES AND REGULATIONS.

-- COMPLETE NEGOTIATIONS ON NEW BILATERAL TAX AGREEMENT.

-- REVIEW RELEVANCE OF COUNTRY COMMERCIAL PROGRAM, UNLESS CURRENT REGIONAL MARKET EXPERIMENT SHOWS CLEAR POSITIVE RESULTS WITHIN A SHORT BUT ADEQUATE TEST PERIOD.

TRANSPORTATION AND COMMUNICATIONS:

-- MAINTAIN MORATORIUM ON DELETION OF COMMERCIALS FROM U.S. SIGNALS USED BY CANADIAN CABLE SYSTEMS AS LONG AS POSSIBLE, BUT BE READY TO DISCUSS POSSIBLE ALTERNATIVES, SUCH AS NON-SIMULTANEOUS DELETION.

-- PROVIDE FOR CONSULTATIONS BEFORE CANADIAN CABINET CONSIDERATION OF ACTIONS TO PROMOTE CANADIAN PARTICIPATION IN PUBLICATIONS AND FILM SECTORS.

-- WATCH DEVELOPMENTS IN IMPLEMENTING LEGISLATION THAT COULD LEAD TO CANADIAN CONTROL IN PRIVATE TRANSPORT SECTOR.

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--RESIST FIRMLY CANADIAN EFFORTS TO STAMPEDE US ON ST.

LAWRENCE SEAWAY TOLLS, TAKING ISSUE TO HIGHEST LEVEL IF NECESSARY, BUT BE READY TO GIVE WHAT SATISFACTION WE CAN TO THE PRINCIPLE OF DEFRAIVING REASONABLE COSTS WITHOUT IMPEDING MAJOR COMMODITY FLOWS.

-- URGE EARLY CANADIAN INVOLVEMENT IN WINTER NAVIGATION ACTIVITIES.

-- BE READY TO CONSIDER REQUESTS FROM CANADA IN 1978 FOR ADDITIONAL AIR ROUTES.

MULTILATERAL ISSUES:

-- KEEP CANADA INFORMED OF AND ENCOURAGE POSITIVE CANADIAN SUPPORT FOR U.S. HUMAN RIGHTS LIMITATIONS.

-- ON LAW OF THE SEA ISSUES WE SHOULD NOT BE OVERLY

SOLICITOUS OF PROFESSED CANADIAN CONCERNS ABOUT DEEP-SEA MINING AND SHOULD, IF DEEMED APPROPRIATE, TRY A VERY HIGH LEVEL EFFORT TO GET ACCOMMODATION. WE MUST ALSO DECIDE WHETHER WE CAN OR CANNOT REACH ACCOMMODATION WITH THE CANADIANS ON THE STRAITS/ARCTIC POLLUTION ISSUE WITHOUT UNDERMINING OUR INTERESTS ELSEWHERE.

-- MAKE A PARTICULAR EFFORT AT HIGH LEVEL COORDINATION ON MULTILATERAL TRADE NEGOTIATIONS QUESTIONS.

-- FOLLOW-UP AGGRESSIVELY ON SECRETARY BERGLAND'S OVER-TURES TO CANADA FOR AVOIDING CUT-THROAT COMPETITION IN THE INTERNATIONAL GRAIN MARKET AND IN FAVOR OF CONSUMING COUNTRY SHARING IN FUNDING STOCKS.

-- WATCH OUT FOR CANADIAN TENDENCY TO GO FOR SUCCESS IN SECRET

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CIEC FOR ITS OWN SAKE BECAUSE CANADIAN PRESTIGE IS INVOLVED, WHILE ENCOURAGING CANADIAN PARTICIPATION IN GENERAL NORTH-SOUTH DIALOGUE PROCESS.

-- OBTAIN CANADIAN SUPPORT FOR OUR NEW ARMS CONTROL INITIATIVES.

-- WORK CLOSELY WITH CANADA IN OUR NUCLEAR NON-PROLIFERATION EFFORTS, BOTH BILATERALLY AND IN MULTILATERAL FORA.

DEFENSE:

-- ENCOURAGE CANADA'S CONTINUING CONTRIBUTION TO STRATEGIC DETERRENCE THROUGH IT PARTICIPATION IN NORAD'S EARLY DETECTION AND WARNING SYSTEM AND ITS SUPPORT OF OUR SAC FORCE.

-- OBTAIN CANADIAN SUPPORT FOR THE NEW INITIATIVES WE WILL BE MAKING IN NATO THIS YEAR AND CANADIAN SUPPORT FOR OUR CONTINUING EFFORTS AT NATO STANDARDIZATION, RATIONALIZATION, AND INTEROPERABILITY.

-- ASSIST AND ENCOURAGE, WHERE POSSIBLE, IN BUILDING ON THE EXISTING MOMENTUM OF CANADIAN DEFENSE POLICY, IMPARTED BY THE NOVEMBER 1975 DECISIONS TO INCREASE REAL DEFENSE SPENDING AND TO RE-EQUIP CANADIAN FORCES WITH EQUAL EMPHASIS ON CENTRAL EUROPE, NORTH ATLANTIC, AND NORTH AMERICA.

-- URGE THE CANADIAN GOVERNMENT TO INCREASE FURTHER ITS DEFENSE EFFORT TO BRING IT MORE IN LINE WITH THE COUNTRY'S STRENGTH AND RESOURCES AND THE EFFORTS OF OTHER MAJOR NATO ALLIES.

-- TO EXPLOIT CANADA'S REVIVING INTEREST IN DEFENSE ISSUES, MAKE A SPECIAL EFFORT TO SUPPORT CANADA'S NEW ACTIVIST
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DEFENSE MINISTER.

-- ENCOURAGE CANADA'S SUPPORT OF AND PARTICIPATION IN EFFORTS TO MODERNIZE NORTH AMERICAN AIR DEFENSE." VANCE

NOTE BY OC/T: POUCHED AMCONSUL WINNIPEG.

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